

California Child Support Automation

# Emergency Request - Advance Planning Document

*Justification for Emergency Request Costs*

**November 25, 1998**

## Revision History

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## I. EXECUTIVE SUMMARY

On August 27, 1998, the State submitted a request to the Administration for Children and Families (ACF) for emergency funding under the provisions of 45 CFR § 95.624. In its response, dated September 14, 1998, ACF agreed that an emergency situation now existed in California and instructed the State to prepare an Advance Planning Document (APD) delineating the State's funding request. ACF set November 27, 1998 as the APD due date. The duration of the emergency period was initially set at 150 days, extending from the August 27, 1998 submittal to January 25, 1999.

ACF also required that the State's APD identify up to four consortia systems (Los Angeles' ACSES Replacement System [ARS] being one) that will serve as safe havens for counties operating systems that are neither Year 2000 (Y2k) compliant, nor comply with the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 (PRWORA).

This APD is fully compliant with the ACF requests. California conducted a comprehensive study and determined which existing county systems should form the foundation of the State's consortia child support enforcement (CSE) solution. The selected consortia are listed below.

**Table 1. Selected Consortia**

	<b>Lead County</b>	<b># of Counties</b>	<b>Caseload</b>	<b># of Workers</b>
ARS	Los Angeles	2	492,101	1,312
CASES	San Francisco	22	253,285	1,180
KIDZ	Kern	30	906,652	3,745
STAR/KIDS	Riverside	4	310,249	791
<b>Totals</b>		<b>58</b>	<b>1,962,287</b>	<b>7,027</b>

A full listing, showing each county's selection and, where appropriate, an estimated transition date, is included in Appendix G. An updated transition plan will be submitted with the Implementation Advance Planning Document (IAPD). An overview of the selection process is in Section IV., and a detailed process description is in Appendix H, Consortia Selection Report.

Through a combination of county cost estimates, cost modeling and historical data, costs for emergency activities have been estimated for each of the consortia, as shown in Table 2.

**Table 2. Emergency Period Cost Summary**

<b>Cost Element</b>	<b>Aug 27, 1998 to Jan 25, 1999 Costs</b>				<b>Total</b>
	<b>ARS</b>	<b>CASES</b>	<b>KIDZ</b>	<b>STAR / KIDS</b>	
County Transitions	\$40,264	\$1,069,275	\$6,557,862	\$261,029	\$7,928,431
System Enhancements	\$1,127,218	\$888,843	\$1,202,114	\$213,832	\$3,432,006
Maintenance & Operations	\$0	\$528,913	\$762,494	\$40,370	\$1,331,777
SCR Pre-Population					\$125,225
Conversion Bridges					\$2,503,625
<b>Total</b>					<b>\$15,321,064</b>

Since Federal approval of the IAPD (to be submitted on January 25, 1999) is expected to take sixty days, California is requesting, via this APD, an extension of the emergency period through March 25, 1999. We understand this request for extension is contingent on submission of the IAPD by January 25, 1999.

Cost estimates for this 60-day extension period are presented in Table 3.

**Table 3. Extension Period Cost Summary**

Cost Element	Jan 26, 1999 to Mar 25, 1999 Costs				Total
	ARS	CASES	KIDZ	STAR / KIDS	
County Transitions	\$22,918	\$52,261	\$2,505,303	\$244,423	\$2,824,905
System Enhancements	\$547,887	\$796,335	\$621,541	\$76,300	\$2,042,063
Maintenance & Operations	\$0	\$230,790	\$650,296	\$17,301	\$898,387
SCR Pre-Population					\$360,939
Conversion Bridges					\$440,835
<b>Total</b>					<b>\$6,567,129</b>

Throughout this APD, costs will be segmented into Emergency Period and Extension Period totals.

## II. STATEMENT OF NEEDS AND OBJECTIVES

The State has an immediate need to acquire ADP equipment and services to continue the operation of the Title IV-D program of the Social Security Act covered by subpart F. Furthermore, this need could not have been anticipated or planned for, and as a result, the State was prevented from following the prior approval requirements of 45 CFR § 95.611.

Beginning in January 1997, the State had serious concerns about Lockheed Martin Information Management Systems' (LMIMS) ability to successfully implement the Statewide Automated Child Support System (SACSS). Further county implementations were put on hold while LMIMS initiated corrective action plans. In May 1997, the State required LMIMS to provide formal, written responses to several outstanding SACSS issues. The State and its Independent Verification and Validation (IV&V) vendor separately reviewed LMIMS' response and deemed it unacceptable. This caused the State and LMIMS to initiate senior-level discussions aimed at resolving the dispute. On November 19, 1997, the State and LMIMS reached an unanticipated contractual impasse resulting in the immediate termination of the SACSS contract.

The magnitude of the SACSS failure was unprecedented, and continues to affect both SACSS and non-SACSS counties and statewide operations. For counties using SACSS, transitioning to another system was imperative, since SACSS is known to be defective and production support ceases in February 1999. Non-SACSS counties face a different set of issues. For years, these counties deferred vital legacy system updates (both hardware and software) assuming that SACSS would ultimately be implemented statewide. Consequently, today many of these systems fail to meet the fundamental business needs of the counties. Even more significant are the system update deadlines imposed by Y2k and PRWORA. The Y2k deficiencies are becoming more apparent as existing county systems encounter problems with child emancipation and other key dates scheduled after January 1, 2000. A county which

failed to implement required PRWORA distribution requirements by October 1998 could improperly disburse child support payments intended for families, exposing the county to potential lawsuits. Left unheeded, this situation has the potential to cause widespread interruption of core child support services to children and families.

Moving forward, California has embarked on parallel paths to develop plans for meeting Family Support Act of 1988 (FSA88) and PRWORA requirements, while at the same time stabilizing counties to solve the immediate systems crisis. To address the planning component, the State submitted its Planning Advance Planning Document Update (PAPD-U) on September 30, 1998 with a revised planning period that extends through June 30, 1999. During the planning phase, however, the State must continue to sustain county operations and address systems that do not meet Y2k, PRWORA, and fundamental business requirements. Counties using systems that cannot be modified in time must transition to another system, whereas those that can make the necessary modifications must do so.

California requested funds for planning and sustaining county operations in its PAPD submitted on June 5, 1998. The Office of Child Support Enforcement (OCSE) responded on July 28, 1998 and granted conditional approval for planning activities but denied costs to sustain county operations. Given these circumstances, the State would typically seek FFP for costs tied to sustaining county operations via an Implementation Advance Planning Document (IAPD). However, as a prerequisite, California must first prepare a Feasibility Study Report (FSR). The State has retained a vendor (MAXIMUS, Inc.) to prepare both documents in an effort to expedite the process. To produce a study of sufficient detail to be credible to OCSE, the State vendor's current estimate calls for the FSR/IAPD to be delivered on January 25, 1999. Thereafter, OCSE has 60 days to review the State's request and render a decision. California's current situation clearly cannot wait for completion of the normal approval cycle in 1999. Accordingly, the State submitted, on August 27, 1998, a formal request for FFP pursuant to 45 CFR § 95.624. (A copy of our request is included in Appendix B.) This APD provides the justification to support our request.

### **III. NATURE AND SCOPE OF ACTIVITIES**

#### **III.A. Activities Covered Under Planning APD relevant to the Emergency Request**

The activities listed below, The 7 to 4 Consortia Evaluation Process and The Consortia Y2k Evaluations, were included in the PAPD-U dated September 30, 1998. In order accommodate the requirements in ACF's response to California's request for emergency funding, the State had to complete these activities prior to submission of this APD.

##### **III.A.1 The 7 to 4 Consortia Evaluation Process**

Regardless of the ultimate statewide CSE solution, the State is required to consolidate county systems. California's legislature, in Assembly Bill 2779 (AB 2779), mandated that counties should transition to no more than four systems (Los Angeles County's ARS system being one). ACF also placed a four system limitation on California for the purposes of this APD; and required that the four systems be selected and identified in this APD.



The funding necessary to perform this selection process was identified in the PAPD-U, therefore this APD does not include any funding request for this activity. The resources to complete the evaluation process is a combination of State and contract staff; contract staff was obtained under existing contracts, or contracts that did not require prior federal approval pursuant to 45 CFR 95.611(b)(2); therefore, no new contract approvals are required for this activity.

### **III.A.2 The Consortia Y2k Evaluations**

Part of the consortia selection process includes Y2k evaluations. The project utilized its IV&V vendor, Intermetrics, Inc., to perform these evaluations.

The funding necessary to perform these evaluations was identified in the PAPD-U; therefore, this APD does not include any funding request for consortia Y2k evaluations. But due to the expedited timeline to accomplish this effort, this contract did not receive prior federal approval. Pursuant to correspondence from ACF dated September 30, 1998, prior contract approval for this task is not necessary, although this contract must still be approved by ACF. A copy of this Intermetrics, Inc. contract is included in Section X. Contracts, Contract Amendments, Task Orders .

In addition, Appendix J contains a status report regarding Year 2000 efforts, as requested in correspondence from ACF dated August 25, 1998 (a copy of which is included in Appendix I).

### **III.B. Activities Included in this Emergency Request**

To sustain county operations during the project's planning phase, the State is requesting FFP for the major activities listed below.<sup>1</sup>

1. Enhancing interim systems to meet PRWORA requirements;
2. Modifying systems to be Y2k compliant;
3. Transitioning SACSS and non-SACSS counties to interim systems;
4. Enhancing interim systems to meet critical business requirements;
5. Providing maintenance and operations of existing county systems;
6. Activities related to pre-population of the State Case Registry (SCR); and
7. Activities related to the development of data conversion bridges.

#### **III.B.1 PRWORA Enhancements for Interim Systems**

Enhancing existing systems is an integral part of solving California's immediate crisis. For consortia-based systems, PRWORA enhancements must be implemented to provide safe havens for counties that cannot make similar modifications to their existing systems.

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<sup>1</sup> California's request for emergency FFP should not be construed as foregoing the State's right or desire to pursue costs denied by OCSE in the State's PAPD.

PRWORA enhancement costs were gathered via site visits by the State's IAPD vendor, Maximus. These cost estimates extend from July 1, 1998, to the end of the IAPD period. For this APD, the emergency period and extension period costs have been extracted. The resulting costs are shown in the following tables.

**Table 4. PRWORA Emergency Period Costs**

	Aug 27, 1998 to Jan 25, 1999				
	ARS	CASES	KIDZ	STAR/KIDS	Total
PRWORA-Distribution	\$0	\$467,855	\$465,000	\$65,332	<b>\$998,187</b>
PRWORA-Other	\$1,061,500	\$232,145	\$200,000	\$28,000	<b>\$1,521,645</b>

**Table 5. PRWORA Extension Period Costs**

	Jan 26, 1999 to Mar 25, 1999				
	ARS	CASES	KIDZ	STAR/KIDS	Total
PRWORA-Distribution	\$0	\$187,142	\$186,000	\$0	<b>\$373,142</b>
PRWORA-Other	\$424,600	\$92,858	\$80,000	\$0	<b>\$597,458</b>

### III.B.2 Year 2000 Application Enhancements for Interim Systems

Where required, consortia systems will be modified to meet Y2K requirements. In addition, some counties are incurring costs because hardware must be upgraded or replaced. *Other Y2K Services* are generally for vendors that are assisting in the Y2K effort. The following tables present the cost estimates for the APD period.

**Table 6. Y2K Emergency Period Costs**

Cost Element	Aug 27, 1998 to Jan 25, 1999				
	ARS	CASES	KIDZ	STAR/KIDS	Total
Hardware	\$0	\$30,885	\$66,051	\$80,500	\$177,436
Software	\$65,718	\$5,686	\$27,092	\$40,000	\$138,496
Other Y2K Services	\$0	\$152,272	\$62,687	\$0	\$214,959
<b>Total</b>					<b>\$530,890</b>

**Table 7. Y2K Extension Period Costs**

Cost Element	Jan 26, 1999 to Mar 25, 1999				
	ARS	CASES	KIDZ	STAR/KIDS	Total
Hardware	\$0	\$390,960	\$182,500	\$40,800	\$614,260
Software	\$26,287	\$46,303	\$61,000	\$35,500	\$169,090
Other Y2K Services	\$0	\$79,072	\$102,041	\$0	\$181,113
<b>Total</b>					<b>\$964,463</b>

These costs were developed using data from an October 1998 county survey. Appendix D contains additional cost details.

### III.B.3 County Transitions to Interim Systems

OCSE has agreed that the emergency situation described in this APD justifies the costs of migrating California's counties to one of the four selected consortia systems. The estimated

transition costs detailed below are based upon the counties selection and estimated transition dates as shown in Appendix G, Consortia Makeup and Transition Schedule.

Since the consortia systems were just selected November 16, 1998, the costs displayed below are an estimate, based on the timeframes for conversion for those counties transitioning during the period covered by this emergency request. The State requests the ability to add costs to this original request if any county starts transition activities sooner than anticipated.

**Table 8. Transition Costs during the Emergency Period**

Transition Cost Element	Aug 27, 1998 to Jan 25, 1999 Costs				Total
	ARS	CASES	KIDZ	STAR / KIDS	
Project Management	\$0	\$0	\$71,396	\$0	\$71,396
Hardware/Software/Network	\$0	\$111,262	\$2,690,330	\$0	\$2,801,592
User Training	\$0	\$278,599	\$885,261	\$0	\$1,163,861
Data Cleanup-SACSS Counties	\$40,264	\$312,600	\$581,352	\$0	\$934,216
Data Cleanup-Non-SACSS Counties	\$0	\$0	\$154,894	\$47,923	\$202,818
Data Conversion	\$0	\$239,714	\$1,224,412	\$213,106	\$1,677,232
County-Specific (Applic) Setup	\$0	\$72,700	\$0	\$0	\$72,700
Local Interfaces (IV-A, Controller)-SACSS Counties	\$0	\$0	\$80,000	\$0	\$80,000
Local Interfaces (IV-A, Controller)-Non-SACSS Counties	\$0	\$38,900	\$88,341	\$0	\$127,241
Cutover	\$0	\$0	\$0	\$0	\$0
Misc Implementation Support	\$0	\$15,500	\$781,875	\$0	\$797,375
<b>Total</b>					<b>\$7,928,431</b>

**Table 9. Transition Costs during the Extension Period**

Transition Cost Element	Jan 26, 1999 to Mar 25, 1999 Costs				Total
	ARS	CASES	KIDZ	STAR / KIDS	
Project Management	\$0	\$0	\$26,598	\$0	\$26,598
Hardware/Software/Network	\$0	\$0	\$688,235	\$0	\$688,235
User Training	\$0	\$0	\$730,119	\$0	\$730,119
Data Cleanup-SACSS Counties	\$12,552	\$0	\$154,314	\$0	\$166,867
Data Cleanup-Non-SACSS Counties	\$0	\$0	\$57,706	\$26,800	\$84,506
Data Conversion	\$10,366	\$52,261	\$645,205	\$217,623	\$925,455
County-Specific (Applic) Setup	\$0	\$0	\$0	\$0	\$0
Local Interfaces (IV-A, Controller)-SACSS Counties	\$0	\$0	\$0	\$0	\$0
Local Interfaces (IV-A, Controller)-Non-SACSS Counties	\$0	\$0	\$0	\$0	\$0
Cutover	\$0	\$0	\$0	\$0	\$0
Misc Implementation Support	\$0	\$0	\$203,125	\$0	\$203,125
<b>Total</b>					<b>\$2,824,905</b>

**III.B.4 Business Needs Enhancements**

Two of the four selected consortia systems require enhancements to meet critical business needs during the “emergency funding” period. The resulting costs are shown in the following tables.

**Table 10. Business Needs Enhancement Costs during the Emergency Period**

			Aug 27, 1998 to Jan 25, 1999	
County	Enhancement Description	Category	Category Cost	Total
Kern	KIDZ Data Imaging System	Contractor Services	\$39,375	
		Hardware Purchase/Lease	\$303,017	
		Software Purchase/Lease	\$23,210	
		Miscellaneous	\$10,000	
		Training	\$5,682	
		Total Cost		\$381,284

**Table 11. Business Needs Enhancement Costs during the Extension Period**

			Jan 26, 1999 to Mar 25, 1999	
County	Enhancement Description	Category	Category Cost	Total
Kern	KIDZ Data Imaging System	Hardware Purchase/Lease		\$10,000
Los Angeles	Consumer Reports	Direct Personnel	\$39,000	
		Contractor Services	\$26,000	
		Sub-total		\$65,000
	Non-Custodial Health Care Interface	Direct Personnel	\$19,200	
		Contractor Services	\$12,800	
		Sub-total		\$32,000
		Total Cost		\$107,000

**KIDZ (Kern County)**

The Data Imaging System will automate the check handling process in the county and will expedite the distribution of child support payments to custodial parents. Currently, checks are photocopied, batched, totaled, and sent to an Accounting Clerk for entry into the system. This process is highly manual and time consuming. Through imaging, many manual steps can be eliminated, as data can be imaged, bypassing the photocopying and data entry steps. This results in faster distribution of child support payments.

The addition of this component will bring greater integrity to the accounting function, making the KIDZ system more efficient and reducing administrative costs. This imaging function is integral to the KIDZ system; failure to integrate this component into KIDZ by January 4, 1999, would mean a step backward in the county's efforts to automate its processes and gain efficiencies.

**ARS (Los Angeles)**

Under Chapter 957, Statutes of 1996 (AB 1058), parties impacted by actions relating to child support must be furnished with reports informing them of pertinent information regarding child support and court services, and the impact on the public of changes created by welfare reform. As a result, ARS enhancements are required.

Additionally, as required by AB 1058, ARS must provide for health care coverage when the non-custodial parent changes jobs. This is done via an interface to the State. Implementation of this interface cannot be delayed, as children without medical insurance need medical coverage to ensure sufficient access to medical care.

**III.B.5 Maintenance and Operations for Designated Interim Systems**

OCSE has stated in an electronic mail correspondence dated July 7, 1998 that counties without approved APDs are not eligible for FFP until they transition to one of the four designated systems. During the emergency period, 21 counties without approved APDs have either moved, or intend to move, to one of the four consortia systems. In the extension

period, 1 county will be transitioning to a consortia system. Our estimates for the M&O costs that will be incurred by these counties are in the following table.

**Table 12. M&O Costs for Emergency and Extension Periods**

	<b>Aug 27, 1998 to Jan 25, 1999 Costs</b>	<b>Jan 26, 1999 to Mar 25, 1999 Costs</b>
ARS	\$0	\$0
CASES	\$528,913	\$230,790
KIDZ	\$762,494	\$650,296
STAR/KIDS	\$40,370	\$17,301
<b>Total</b>	<b>\$1,331,777</b>	<b>\$898,387</b>

These costs were developed from IAPD source data (currently being gathered by the IAPD vendor). The approach was to calculate a per case M&O cost factor, based on each consortium's non-recurring costs, and apply this factor to each county that is transitioning during the APD period.

Detailed information, by county, is in Appendix F.

### **III.B.6 Pre-Population of State Case Registry**

In the development and implementation of the statewide system, one of the most time consuming steps, and one with a high potential for impact on the overall project schedule, will be the population of the SCR database. Since the extent of the problems with duplicate cases, members and support orders is unknown, this phase of the project could run substantially longer than the project's current 12 month estimate. During 2000 and 2001, when the SCR population will occur, the State will be subject to a \$60 million annual penalty—avoiding schedule slippage during this timeframe could save the State an additional year of penalties.

To carry out this activity, the project would make use of database tools hosted on HWDC computing equipment. As counties convert their data to a new consortium application, data would be diverted to a database that would mimic some of the SCR functions. In particular, cases, members and support orders would be examined for duplicates, and the appropriate counties would be notified. On a regular basis, counties would provide database updates that would be re-verified against the latest statewide data. This process would continue until the statewide full-scale development vendor has developed and tested the fully functioning SCR.

A query capability would also be necessary so that counties could selectively examine the latest data to resolve duplicates and confirm that new cases do not create any duplicate case information. In addition, an alert mechanism will be provided that alerts affected counties when common member information is modified by one of the counties.

The project needs to continue the SCR activities that begin in the current year. Appendix K contains a task plan that shows the components for this activity. The task plan was used to generate the costs. For this APD, the emergency period and extension period costs have been extracted. The resulting costs are shown in the following table.

**Table 13. SCR Pre-population Costs**

	Aug 27, 1998 to Jan 25, 1999	Jan 26, 1999 to Mar 25, 1999
Analyze Database/Application Requirements	\$51,075	\$0
Design Database and Applications	\$63,035	\$272,660
Construct Database and Applications	\$0	\$66,720
Implement Database and Applications	\$0	\$0
Maintain/Operate Database and Applications	\$0	\$0
Project Management	\$11,115	\$21,559
<b>Total</b>	<b>\$125,225</b>	<b>\$360,939</b>

### III.B.7 Data Conversion Bridges

As of September 1998, the CCSA project has successfully completed data conversions for the 14 counties moving from SACSS to CASES. The success of this effort has been noted by the consortia lead counties, and they are supporting an extension of the SACSS-to-CASES conversion concept to the construction and operation of automated conversion systems (ACSs) for the other consortia applications. The software to implement this concept is referred to as “conversion bridges”.

The core conversion software and tools constructed for the SACSS-to-CASES transition effort are not specific to SACSS as a starting-point system. Given the need to transition counties to one of the selected 4 consortia systems as quickly as possible, the most efficient approach for conversion is to adopt the proven conversion bridge methodology, as compared to the alternative of each consortium pursuing its own solution. The consortia bridge concept will reduce conversion risk, will be more cost-effective, and will be more timely.

The Maintenance & Operations (M&O) activities are necessary for the continued software maintenance that will be needed as the consortia systems undergo modifications to accommodate Level I, PRWORA, and other requirements. The M&O costs are proportional to the length of time that the project anticipates the conversion bridge software will be in use to support conversions to any given consortia. Since the current CSE approach is a four county-based consortia arrangement, the maintenance of the data conversion bridges will be required through at least June 2000.

Once a conversion bridge is developed, the task to maintain and operate conversion tools is a key component of the conversion bridge methodology. Each county's data is successively passed through the ACS, which identifies data errors and conversion problems. Counties then use this information to correct problems in their data, which is then re-processed. This sequence continues until the ACS confirms that the data integrity is acceptable. It is this iterative cleanup effort that ensures that the county begins its new CSE efforts with the best data possible.

This work will be performed by Synergy Consulting Services, Inc., as described in the contract conditionally approved by ACF on October 20, 1998. In ACF's response, approval of this specific task was deferred until the State provided ACF with an approvable APD. Because transition efforts are covered under this emergency request, we are asking for approval of this task now, for the period of time covered in this emergency request.

Estimates for the data conversion bridge costs are based on the project's actual hours in the SACSS-to-CASES conversion. The costs that will be incurred during the period covered by the emergency request are shown in the following tables.

**Table 14. Emergency Period Conversion Bridge Costs**

Conversion Bridge Cost Element	Aug 27, 1998 to Jan 25, 1999 Costs				Total
	ARS	CASES	KIDZ	STAR / KIDS	
SACSS-to-CASES (Informatix)	\$0	\$1,850,506	\$0	\$0	\$1,850,506
SACSS-to-CASES (SCI, D&T)	\$0	\$64,853	\$0	\$0	\$64,853
Maintain/Operate CASES ACS	\$0	\$49,683	\$0	\$0	\$49,683
SACSS-to-KIDZ Mapping/Extracts	\$0	\$0	\$15,865	\$0	\$15,865
SACSS-to-KIDZ Data Reports	\$0	\$0	\$23,672	\$0	\$23,672
Maintain/Operate KIDZ ACS	\$0	\$0	\$190,183	\$0	\$190,183
Build STAR/KIDS ACS	\$0	\$0	\$0	\$79,329	\$79,329
Maintain/Operate STAR/KIDS ACS	\$0	\$0	\$0	\$0	\$0
Maintain/Operate Tools, Reports	\$0	\$0	\$148,285	\$0	\$148,285
Project Management	\$0	\$1,560	\$79,690	\$0	\$81,250
<b>Total</b>					<b>\$2,503,625</b>

**Table 15. Emergency Period Conversion Bridge Costs**

Conversion Bridge Cost Element	Jan 26, 1999 to Mar 25, 1999 Costs				Total
	ARS	CASES	KIDZ	STAR / KIDS	
SACSS-to-CASES (Informatix)	\$0	\$0	\$0	\$0	\$0
SACSS-to-CASES (SCI, D&T)	\$0	\$0	\$0	\$0	\$0
Maintain/Operate CASES ACS	\$0	\$17,500	\$0	\$0	\$17,500
SACSS-to-KIDZ Mapping/Extracts	\$0	\$0	\$0	\$0	\$0
SACSS-to-KIDZ Data Reports	\$0	\$0	\$0	\$0	\$0
Maintain/Operate KIDZ ACS	\$0	\$0	\$102,520	\$0	\$102,520
Build STAR/KIDS ACS	\$0	\$0	\$0	\$140,865	\$140,865
Maintain/Operate STAR/KIDS ACS	\$0	\$0	\$0	\$0	\$0
Maintain/Operate Tools, Reports	\$0	\$0	\$127,950	\$0	\$127,950
Project Management	\$0	\$0	\$52,000	\$0	\$52,000
<b>Total</b>					<b>\$440,835</b>



#### IV. SUMMARY OF THE RESULTS OF THE REQUIREMENTS ANALYSIS, FEASIBILITY STUDY, AND ALTERNATIVE ANALYSIS

California conducted a thorough and objective analysis that concluded on November 16, 1998, with the designation of the three consortia that, along with ARS, will comprise our proposal for both the emergency period and the State's proposed interim CSE statewide solution to be proposed in the IAPD. A complete description of the analysis approach and results are included as the *Consortia Selection Report* (Appendix H). This section summarizes our approach and results.

The analysis consisted of three phases:

- Phase I - Preparation of Consortia Selection Criteria and Scoring Guide
- Phase II - Evaluation
- Phase III - Scoring

##### IV.A. Phase I - Preparation of Consortia Selection Criteria and Scoring Guide

Using recommendations for selection criteria and weighting from the California District Attorney's Association (CDAA) and Office of Child Support (OCS), the project developed the two documents that drove the selection process: 1) *Consortia Selection Criteria*, and 2) *Consortia Selection Scoring Guide*. The California Bureau of State Audits (BSA) and the California Department of Social Services (CDSS) reviewed both of these documents and judged them to be reasonable and appropriate.

The *Consortia Selection Criteria* were designed to ensure an objective assessment of each consortium system. The six major selection categories are listed in Table 16.

**Table 16. Consortia Selection Criteria**

MAJOR SELECTION CATEGORY	DESCRIPTION
County Business Needs and System Fit	Counties' evaluation of which consortium system best matches their specific business needs.
Mandatory Software Functionality	Evaluation of each consortia system's compliance with ACF Level I certification, PRWORA distribution, Year 2000, case construct, and member-based financials requirements.
System Cost	Non-recurring costs to bring each consortium system into ACF Level I compliance and recurring costs for maintenance and operation.
Software Maintenance	Evaluation of software development practices as an indication of how well the consortia system can be maintained.
Technical Considerations	Evaluation of scalability, hardware, programming languages, data storage and retrieval, operating system, and inter-system application data exchange.
County Program Impact	Evaluation of how many counties, users, and customers would be disrupted if a consortium system were not chosen.

The *Consortia Selection Scoring Guide* was used to assign point values to each of the individual criteria within the selection categories. In addition, a low score within certain selection categories would indicate a "red" or warning score, indicating the need for further

assessment of program risk. The *Consortia Selection Scoring Guide* incorporated 1,000 points in accordance with the following distribution in Table 17

**Table 17. Scoring Distribution**

MAJOR SCORING CATEGORY	WEIGHT
County Business Needs and System Fit	200 Points
Mandatory Software Functionality	250 Points
System Cost	150 Points
Software Maintenance	150 Points
Technical Considerations	200 Points
County Program Impact	50 Points

The *Guide* also documented the numerous sub-categories and weights that were ultimately used during the evaluation. To enhance objectivity and fairness, knowledge of the scoring details was limited to senior State management—the evaluators that carried out Phase II had no knowledge of the weighting that would be used for each evaluation factor.

#### **IV.B. Phase II - Evaluation**

Phase II entailed evaluating the six consortia systems. For consistency, teams were assigned to evaluate all consortia systems within a specific major selection category. For example, the project's Independent Verification and Validation vendor (Intermetrics) was asked to perform the software maintenance reviews, while CDSS representatives evaluated program-based criteria. Staff from HWDC, CDSS, Intermetrics, MAXIMUS and The Gartner Group participated. The California Bureau of State Audits monitored the evaluation process to ensure its consistency and integrity.

#### **IV.C. Phase III - Scoring**

The scoring phase was accomplished in accordance with the *Consortia Selection Scoring Guide*, based on the data collected and analyzed by the evaluation teams. HWDC and the California Bureau of State Audits reviewed all final scores for consistency and accuracy. The three consortia systems with the highest scores, and no red or warning scores, were selected for inclusion in the statewide CSE solution. The selected systems are shown with a heavy border in Table 18.

Table 18. Scoring Results

SELECTION CRITERIA	BEST	CASES	CHASER	FACES	KIDZ	STAR / KIDS
1. County Business Needs and System Fit	49	146	51	149	155	47
2. Mandatory Software Functionality	171	162	195	105	170	218
3. System Cost	142	57	109	140	105	130
4. Software Maintenance	115	150	105	150	120	150
5. Technical Considerations	133	151	176	143	161	151
6. County Program Impact	19	50	8	20	24	17
<b>FINAL SCORE</b>	<b>629</b>	<b>716</b>	<b>644</b>	<b>707</b>	<b>735</b>	<b>713</b>
<b>RED OR "WARNING"</b>	<b>1</b>		<b>1</b>	<b>2</b>		

The EAPD reflects the counties' consortia alignment as of November 18, 1998. Counties have until December 11, 1998 to make their final alignment decisions. The IAPD will reflect alignment changes, if any, that occur in the remaining alignment time period.

## V. COST/BENEFIT ANALYSIS

The cost/benefit analysis is being deferred until submission of the Implementation APD, consistent with ACF's September 30, 1998 guidance regarding this APD's content.

## VI. PROJECT MANAGEMENT PLAN

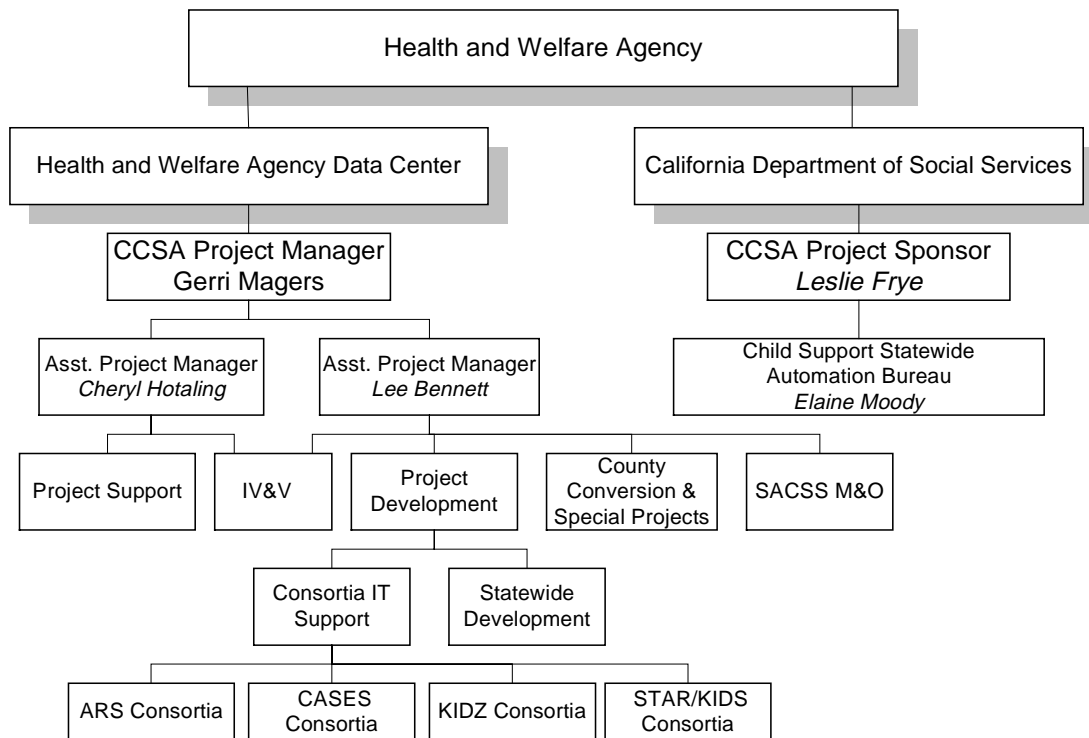
The CCSA project will be responsible for project management and oversight of the activities included in this emergency request. The State has the resources currently in place to accomplish these objectives. The resources for providing maintenance and operations for the county systems are in place, and the four selected consortia counties are developing detailed transition plans and schedules, to be submitted with the IAPD, which will identify the resources necessary to carry-out the transition activities covered by the emergency request.

### VI.A. Nature, Scope, Methods, Activities, Schedule, and Deliverables

As described in detail in preceding sections, the activities covered under this emergency request include transitioning counties to interim systems, enhancing interim systems for PRWORA and Y2K, providing on-going maintenance and operations of county systems, and performing tasks related to SCR pre-population and development and maintenance of data conversion bridges.

### VI.B. Project Organization and Personnel Resources

The following chart depicts the CCSA project organization for the period covered by this emergency funding request. In addition to state staff, the project will utilize contractor staff to provide project management, system engineering, and IV&V services.



**Figure 1. CCSA Project Organization**

HWDC provides overall project management and administrative responsibility for CCSA. For purposes of this project, CDSS is a partner as well as a client. In addition to HWDC staff, the project team includes dedicated program staff from CDSS Child Support Statewide Automation Bureau.

In partnership, HWDC and CDSS work with the counties, including the County District Attorneys Association, Directors of Family Support Divisions and the California Family Support Council. CDSS is primarily responsible for California Child Support Automation program issues and HWDC is primarily responsible for California Child Support Automation information technology issues.

### VI.C. State and Contractor Resource Needs

For the State Operations' activities included in this emergency request APD, contractor resources were needed to assist in the processes used to select the four consortia, SCR pre-population, and data conversion bridges. These services were obtained from companies included on the State's Master Services Agreement or California Multiple Award Schedule. Resources utilized to perform activities in the counties (Local Assistance) are a combination of county and contractor personnel.

Contracts, which meet federal prior approval thresholds, are discussed in Section X..

### VI.D. System Life

The State expects to use equipment and "interim" systems throughout the time period specified in the IAPD, assuming federal approval of the alternate systems configuration, and

until such time as a different long-term solution is approved by federal and state control agencies.

## VII. OTHER INTERIM SYSTEMS REQUIREMENTS

### VII.A. Security and Privacy Requirements

The four designated consortia systems are, or will be, compliant with the Security and Privacy requirements mandated by ACF. In May and June 1998, the State, with support from OCSE, conducted functional reviews of each candidate consortia system<sup>2</sup>, using the *Child Support Systems Certification Questionnaire*. The results of these reviews were published in a series of reports that were forwarded to ACF. These results show that the consortia systems currently meet the majority of the Security and Privacy requirements. Areas that are deficient are being addressed by each consortium.

**Table 19. Security and Privacy Requirements Status**

REF.	OBJECTIVE	CASES	KIDZ	STAR / KIDS
H-1	The State must have policies and procedures to evaluate the system for risk on periodic basis.			
H-1a	Responsibility for conducting periodic risk analysis must be formally assigned.	✓	✗	✓
H-1b	The risk analysis must measure the system's vulnerability to fraud or theft, loss of data, physical destruction, unauthorized access, intrusion, and harm to agency activities.	✓	✓	✓
H-1c	A specific timetable for conducting a risk analysis must be established. The plan must guarantee that special evaluations are performed whenever a significant change to the system's' physical security, hardware or operating system software occurs.	✓	✗	✓
H-2	The system must be protected against unauthorized access to computer resources and data in order to reduce erroneous or fraudulent activities.			
H-2a	System, terminal, and password identifications must be controlled, randomly selected, and must uniquely identify the system user.	✓	✓	✓
H-2b	Password security must extend to the functional screen level and limit the user's capability to view and/or update those screens.	✓	✓	✓
H-2c	The system must automatically require the system user to periodically change passwords.	✗	✓	✓
H-2d	The system must provide security levels for access to records and files and utilize automatic sign-off techniques.	✓	✗	✓
H-2e	Procedures for system and terminal user identification assignment, maintenance, and cancellation must be in place: The delegation and maintenance of the password system must be limited to a select number of people. A mechanism must be in place to quickly notify those responsible when there are personnel changes.	✓	✓	✓
H-2f	The system must detect, record, and lock out unauthorized attempts to gain access to system software and data.	✓	✓	✓
H-2g	Access to negotiable or sensitive forms must be restricted.	✓	✓	✓

<sup>2</sup> ARS, the Los Angeles CSE system, has already been conditionally certified as Level I compliant, and consequently was not reviewed.

H-2h	IRS data acquired by the system must be protected from unauthorized inquiries and must be kept in a separate data file if necessary to ensure its security.	✗	✓	✓
H-2i	For security purposes, the central site must be capable of maintaining information on all changes to critical records and/or data fields (e.g., Arrearage Balances, Monthly Court- Ordered Support Amounts, SSN, Name, etc.) Including identification of the responsible system user/caseworker and date/time of the change.	✓	✓	✓
H-3	The State must have procedures in place for the retrieval, maintenance, and control of the application software.			
H-3a	Change control procedures must be established to verify and validate changes to the master files and application software.	✓	✓	✓
H-3b	Change control procedures must ensure that only authorized changes are made to application software and that these changes are fully tested, approved, and migrated into production in a controlled manner, and documented to provide an audit trail of all system maintenance.	✓	✗	✓
H-3c	The application software development must also include recovery and re-start capabilities for events such as operator errors, data errors and/or hardware/software failures.	✓	✓	✓
H-3d	All testing of programs must be accomplished using test data as opposed to "live (production) data."	✓	✓	✓
H-3e	An audit trail of all operating system action must be maintained either on the automatic console log or on the computer system's job accounting file.	✓	✓	✓
H-3f	The system must provide complete and accurate internal audit trails of all financial management activities, e.g. billing, receipting and distribution, and support order changes.	✓	✓	✓
H-3g	Access to system utility programs must be limited to necessary individuals with specific designation.	✓	✓	✓
H-4	The State must have procedures in place for the retrieval, maintenance and control of program data.			
H-4a	All changes to master files must be authorized and initiated by persons independent of the data processing function.	✓	✓	✓
H-4b	Override capability or bypassing of data validation on editing problems must be restricted to supervisory personnel.	✓	✓	✓
H-4c	All system generated overrides must be automatically logged by the application so that actions can be analyzed for appropriateness and correctness.	✓	✓	✓
H-4d	The system must generate record counts to validate the completeness of data processed.	✓	✗	✓
H-4e	All rejected data must be automatically written to a suspense file and a record count made.	✓	✓	✓
H-5	The system hardware, software, documentation and communications must be protected and back-ups must be available.			
H-5a	The State must have an approved disaster recovery plan which provides detailed actions to be taken in the event of a natural disaster (fire, water damage, etc.) or a disaster resulting from negligence, sabotage, mob action, etc.  The disaster recovery plan should at a minimum include: Documentation of approved backup arrangements; Formal agreement of all parties; An established processing priority system; Arrangements for use of a back-up facility; and Periodic testing of the backup procedures/facility.	✓	✗	✓
H-5b	The State must maintain a listing of retention periods for all application and operating system files and program versions.	✓	✗	✓

H-5c	At a minimum, the State must retain in a form retrievable through automated system recovery and restore procedures, a three-year automated history of the database off-site.	✓	✗	✓
H-5d	The system must have, or be supported by, an automated recovery and restore capability in case of system malfunction or failure.	✓	✓	✓
H-5e	The State must conduct routine, periodic backups of all child support system data files, application programs and documentation.	✓	✓	✓
H-5f	The State must store duplicate sets of files, programs, documentation, etc., off-site in secure waterproof and fireproof facilities.	✓	✗	✓
H-6	Year 2000 capabilities.			
H-6a	Describe Year 2000 capabilities of the system.	The Y2K consortia status is documented in Appendix I.		

### VII.B. Interface Requirements as set forth in Sec. 307.10

There are no interface requirements applicable to the tasks included in this APD. Interface requirements are receiving due consideration as part of the Implementation APD development. Appropriate documentation will be included when the IAPD is submitted.

### VIII. PROPOSED BUDGET

As stated in the Executive Summary, California's overall request is \$21,888,193, with the breakdown as shown in Table 20.

**Table 20. Proposed Budget**

Cost Element	Aug 27, 1998 to Jan 25, 1999	Jan 26, 1999 to Mar 25, 1999	Total
County Transitions	\$7,928,431	\$2,824,905	\$10,753,335
System Enhancements	\$3,432,006	\$2,042,063	\$5,474,069
Maintenance & Operations	\$1,331,777	\$898,387	\$2,230,164
SCR Pre-Population	\$125,225	\$360,939	\$486,164
Conversion Bridges	\$2,503,625	\$440,835	\$2,944,460
<b>Total</b>	<b>\$15,321,064</b>	<b>\$6,567,129</b>	<b>\$21,888,193</b>

### IX. PROSPECTIVE COST ALLOCATION PLAN

The Cost Allocation Plan includes the methodology for the distribution of costs between funding agencies. For the CCSA, costs are distributed in accordance with current federal, state, and county funding ratios. Federal sharing ratio is 66%, with the exception of PRWORA for ARS, which has a federal sharing ratio of 80%. State and county funding ratios are in accordance with AB 2779.

The Cost Allocation Plan summary for activities covered under this emergency request is displayed in Table 21. Detailed cost allocation plans are included in Appendix L

**Table 21. Cost Allocation for Emergency Period**

<b>Cost Element</b>	<b>Aug 27, 1998 to Jan 25, 1999 Costs</b>	<b>Federal</b>	<b>State</b>	<b>County</b>
Y2K	\$530,890	\$350,388	\$32,103	\$148,399
PRWORA-ARS	\$1,061,500	\$849,200	\$0	\$212,300
PRWORA-Other Consortia	\$1,458,332	\$962,499	\$209,156	\$286,676
Business Needs	\$381,284	\$251,647	\$0	\$129,637
County Transitions	\$7,928,431	\$5,232,764	\$1,310,805	\$1,384,861
Maintenance and Operations	\$1,331,777	\$878,973	\$290,519	\$162,286
SCR Pre-Population	\$125,225	\$82,649	\$42,577	\$0
Conversion Bridges	\$2,503,625	\$1,652,393	\$851,233	\$0
<b>Total</b>	<b>\$15,321,064</b>	<b>\$10,260,512</b>	<b>\$2,736,393</b>	<b>\$2,324,159</b>

**Table 22. Cost Allocation for Extension Period**

<b>Cost Element</b>	<b>Jan 26, 1999 - Mar 25, 1999</b>	<b>Federal</b>	<b>State</b>	<b>County</b>
Y2K	\$964,463	\$636,546	\$87,777	\$240,141
PRWORA-ARS	\$424,600	\$339,680	\$0	\$84,920
PRWORA-Other Consortia	\$546,000	\$360,360	\$79,220	\$106,420
Business Needs	\$107,000	\$70,620	\$0	\$36,380
County Transitions	\$2,824,905	\$1,864,437	\$619,630	\$340,838
Maintenance and Operations	\$898,387	\$592,936	\$168,708	\$136,743
SCR Pre-Population	\$360,939	\$238,220	\$122,719	\$0
Conversion Bridges	\$440,835	\$290,951	\$149,884	\$0
<b>Total</b>	<b>\$6,567,129</b>	<b>\$4,393,749</b>	<b>\$1,227,938</b>	<b>\$945,442</b>

## **X. CONTRACTS, CONTRACT AMENDMENTS, TASK ORDERS**

Contracts associated with activities covered under this emergency request, which meet federal approval thresholds, are summarized on the next page. For those contracts not previously forwarded to ACF, a copy of the contract is included in Appendix M; for those contracts previously submitted to ACF in “batches”, the batch number is provided.



**Table 23. List of Contracts**

CONTRACT NUMBER	COUNTY	CONTRACT DESCRIPTION	VENDOR	START DATE	END DATE	LOCATION OF CONTRACT
HW2443SC	State Contract	CASES Transfer	Informatix Inc.	5/1/98	11/30/98	Batch 1
PO6304	Placer	Lease of Computer Equipment	IBM Credit Corp.	8/1/98	7/31/01	Batch 2
KO1344	Placer	Data Conversion Services	Synergy	4/20/98	10/16/98	Batch 2
157-98	Kern	Provide personnel with knowledge of Visual MaxFrame Professional product; programming	GE Capitol Consulting, Inc.	3/31/98	12/31/98	Batch 2
372-97	Kern	Provide AS/400 programming, accounting maintenance and enhancements	MIT Software Enterprises	7/8/97	6/30/99	Batch 2
373-97	Kern	Provide application development and programming services	Sherman Consulting Services, Inc.	7/8/97	12/31/98	Batch 2
562-97	Kern	Provide program development in Visual FoxPro using object-oriented techniques	Triple-J Services, Inc.	8/26/97	12/31/98	Batch 2
	Kings	Plan of Cooperation to be renewed	Kings County	7/1/98	6/30/99	Batch 2
	San Francisco	Provide maintenance, production support services and PRWORA modifications to the counties in the CASES consortium	Informatix Inc.	7/1/98	6/30/99	Batch 5
HW2443SC	State Contract	CASES Transfer	Informatix Inc.	5/1/98	11/30/98	Batch 1
	State Contract	CASES Support – Contract Amendment	Informatix Inc.	12/1/98	6/30/99	Appendix G
	State Contract	Project Management and New Systems Planning, Including Data Conversion Bridges	Synergy Consulting, Inc.	7/1/98	8/31/00	Appendix G

CONTRACT NUMBER	COUNTY	CONTRACT DESCRIPTION	VENDOR	START DATE	END DATE	LOCATION OF CONTRACT
	State Contract	SACSS-to-CASES Transition Support	Deloitte & Touche	4/6/98	6/30/98 – Amended to 10/30/98	Appendix G
	State Contract	IV&V Services and Consortia Y2k Evaluations	Intermetrics, Inc.	7/15/98	2/28/99	Appendix G
	Sacramento	Transition to KIDZ	GE Capitol Public Finance, Inc.			Appendix G
	Ventura	Data Conversion	Synergy Consulting, Inc.	5/4/98	11/30/98	Appendix G